

Final Report

Baseline Socioeconomic Profile
Price Field Office
Resource Management Plan



Bureau of Land Management
125 South 600 West
Price, UT 84501

Salt Lake City, UT
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*This report is confidential and intended solely for the use and
information of the company to whom it is addressed.*

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1.0 Socioeconomic Profile

1.1 Introduction

When preparing a resource management plan (RMP) and environmental impact statement (EIS), the Bureau of Land Management (BLM) must conduct an analysis of the impacts to the human environment, including impacts to social and economic conditions. This socioeconomic baseline report presents the results of the impact analysis conducted for the Price Field Office RMP/EIS effort.

BLM has specific guidelines for preparing this analysis that include direction to prepare a baseline description of the existing social and economic conditions of the area. The Federal Lands Policy and Management Act (FLPMA) directs BLM to integrate the economic sciences in land use planning. The National Environmental Policy Act (NEPA) requires federal agencies to ensure the integrated use of natural and social sciences in planning and decision-making. Appendix D of BLM's Land Use Planning Handbook also contains several required elements for social and economic analysis in land use plans, including:

- Socioeconomic information should be scaled to the plan and the anticipated effects of planning decisions
- Social science information in land use plans should include analysis of economic, political, and social information
- Analysis should include baseline conditions, impact analysis, and analysis of social conditions
- Socioeconomic analysis should be started early in the planning process and made available to assist in other phases of decision-making

BLM has released two relevant Instruction Memorandums (IM) that provide information to supplement BLM's Planning Handbook. First, IM number 2002-167 provides information on the elements of socioeconomic analysis and suggested approaches. Second, IM number 2002-164 describes the thresholds for determining if planning decisions have disproportionately high or adverse environmental justice impacts to minority or low-income populations or Tribal governments and organizations.

The purpose of this report is to establish a socioeconomic baseline of the economic study area that meets the requirements presented in applicable laws, regulations, and policy, and meets the needs of the planning process. Information presented in the baseline report will be used to assist in the comparison of the alternatives presented in the Price RMP. The socioeconomic baseline is not intended to analyze the impacts of decisions made in the resource management planning process. Rather, impact analysis will occur in a separate stage of planning and will employ an appropriate economic model, such as IMPLAN. This report will serve as a consistent baseline to allow for this comparison of alternatives.

The type of planning decisions anticipated in this planning process could affect the economy of counties and towns in the immediate area. Decisions that may have the largest socioeconomic impacts include those that might relate to recreation, grazing, and mineral extraction. Baseline and impact analysis will focus on those resources and anticipated types of decisions that would have the largest impacts to the local area. Economic sectors that are not anticipated to be impacted by plan decisions will not be analyzed in detail.

Data collected and used in this profile were selected for accuracy, currency, and completeness. Primary sources of data include the U.S. Census Bureau, U.S. Department of Commerce Bureau of Economic Analysis (BEA), and the U.S. Bureau of Labor Statistics. These agencies were able to provide demographic and economic information based on primary survey sources that employ accepted methods. Additional data was collected from BLM management databases, records, and reports. Data on taxation,

recreation and tourism, agricultural production, and mineral production were collected from several Utah state agencies as well as the USDA National Agricultural Statistics Service. All data was collected during the spring of 2001 and were current at that time.

The BLM Price Field Office (PFO) planning area is located in southeast Utah in Carbon and Emery Counties. The two counties represent the study area for the socioeconomic report because they include the areas where direct social or economic impacts of planning decisions would likely occur.

1.2 Overview of the Economic Study Area

Carbon County is located in Southeastern Utah at the confluence of the Wasatch Range and the San Rafael Swell. The county was first settled in the 1870s, and was named for the extensive coal deposits found in the area. Carbon County was separated from Emery County in 1894 by the territorial legislature. Prior to the discovery of coal deposits in the 1880s, farming and ranching were the primary economic activities. Coal mining then became the major sector supporting economic development, but has experienced recent declines in the number of mining jobs and amount of mining income. Natural gas development, however, has experienced recent growth. The service and manufacturing sectors have been expanding since the early 1980s. Carbon County is predominantly rural, but has most needed facilities and services. The City of Price is the County Seat and serves as the economic hub for Carbon County, as well as for parts of Emery County. Carbon County has six incorporated cities and several unincorporated town areas, including the larger cities of Helper and Wellington. Major facilities include Castlevue Hospital and The College of Eastern Utah.

Established in 1880, Emery County was named in honor of Territorial Governor George W. Emery. Ranching and farming have historically been important components of the county's economy. The development of power plants in Castle Dale and Huntington helped to increase population and economic activity beginning in the 1970s. The county economy is based in mining and energy, government, and the electric services industry. The San Rafael Swell is located within Emery County. The county also has existing facilities and services to meet the needs of its citizens and encourage economic development. The Emery County Seat is Castle Dale City and there are eight other incorporated cities including the larger cities of Huntington, Ferron, Orangeville City, and Green River, and several other unincorporated town areas.

Carbon and Emery Counties are predominately rural with large land areas and dispersed populations. The number of persons per square mile ranges from 2.4 in Emery County to 13.8 in Carbon, both of which are well below state and national averages (Table 1.1).

Land ownership in the study area is shown in Figure 1.1. A large part of both counties is publicly owned, with 72 percent of the area owned by federal agencies. Another 12% is state-owned, leaving a relatively small amount of private lands. Lands managed by the BLM PFO total 2.5 million acres, about 66% of the economic study area.

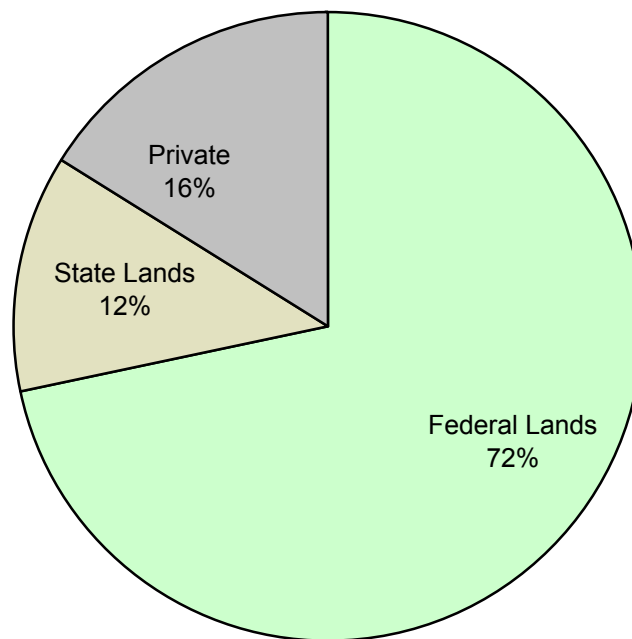
1.3 Population

Population figures for Carbon and Emery Counties are presented in Figure 1.2. Population figures for both counties peaked during the mid-1980s but have remained relatively stable since 1990.

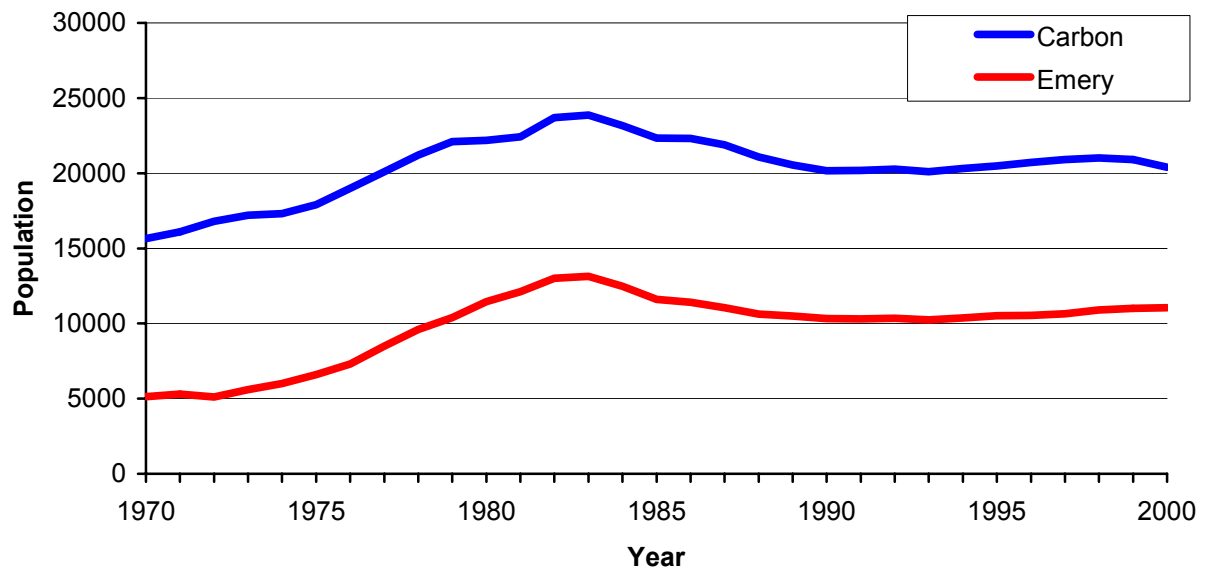
Table 1.1. Geographic Characteristics of the Economic Study Area

Geographic Characteristic	Carbon	Emery	Study Area (Carbon and Emery Counties)	Utah	United States
Land Area (Acres)	947,000	2.8 million	3.8 million	52.6 million	2.3 billion
Land Area (Sq. Miles)	1,480	4,375	5,859	82,144	3,537,441
Persons Per Square Mile	13.8	2.4	5.2	27.1	79.6

Source: U.S. Census Bureau, U.S. Department of Commerce Bureau of Economic Analysis

Figure 1.1. Land Ownership in the Economic Study Area (1999)

Source: Utah Division of Travel Development, Department of Community and Economic Development, 2001 State and County Economic and Travel Indicator Profiles

Figure 1.2. Population Estimates in the Economic Study Area (1970 – 2000)

Source: U.S. Census Bureau, Population Estimates Archives

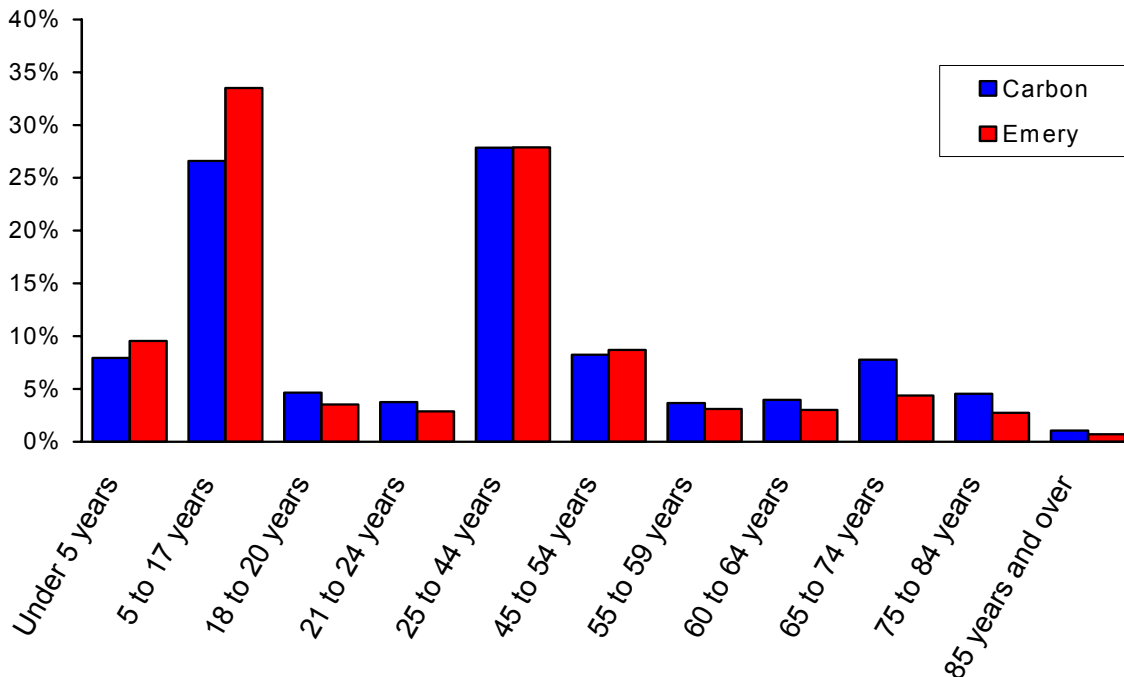
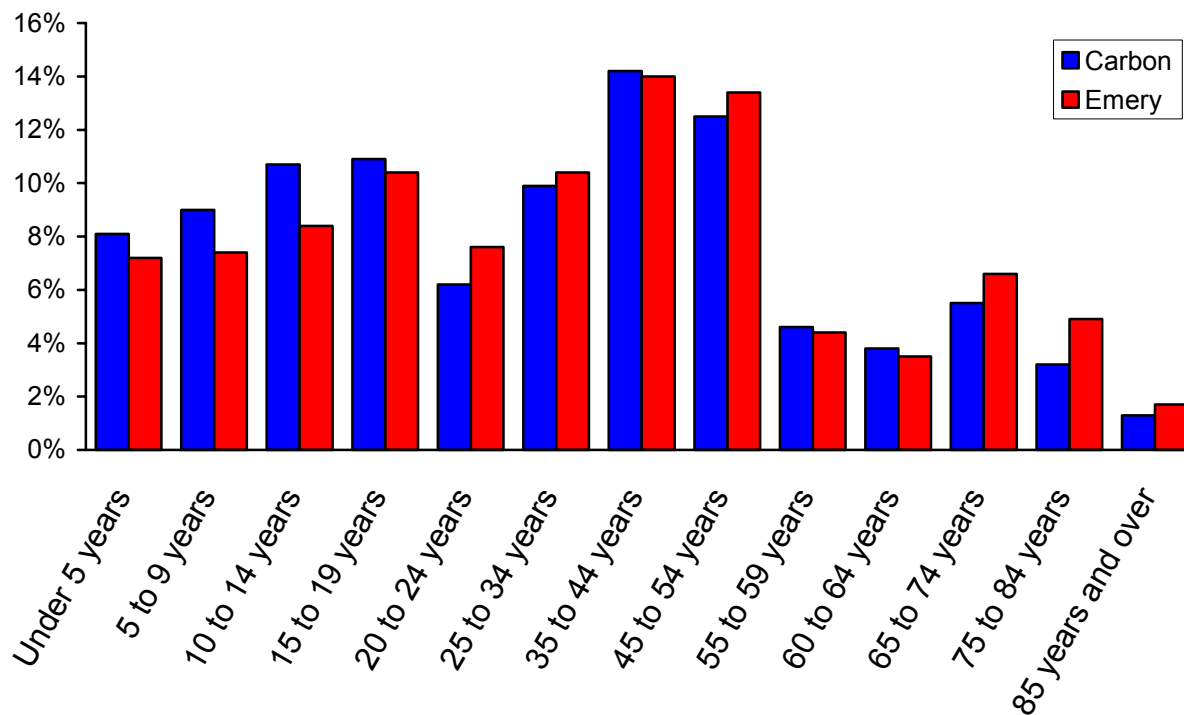
Figures 1.3 and 1.4 plot the age distribution of Carbon and Emery Counties in 1990 and 2000. The distributions are slightly different due to a change in reporting from the Census Bureau; however, the distributions indicate there has been little change in the population younger than age 45, while the population older than age 45 has increased. The age of the local population may influence the structure of the local economy including where income is derived and spent in the local area.

Table 1.2 summarizes the components of population change for the each county, the economic study area (i.e., the PFO planning area), and the State of Utah during the 1980s and 1990s. Columns 4 and 5 show the change in total population during the last two decades. Population in the study area declined by 9 percent during the 1980's, but has grown slightly (4.5 percent) since 1990. Population growth in the study area has lagged significantly behind the state's population growth rates during both time periods.

Population changes result from both "natural changes" (e.g. the net result of births and deaths) and from "net migration" (e.g. the net result of persons moving in and out of the area). Columns 8 and 9 show the change in population due to natural changes for each of the counties in the study area. The change in population changes due to natural changes increased by nearly 15 percent in the 1980s and 7.5 percent during the 1990s.

Net migration for each area is summarized in Columns 10 and 11. The economic study area has seen a decline in population caused by net migration with both counties experiencing negative net migration during both the 1980s and 1990s. This trend was similar to the statewide pattern during the 1980s; however, when the State of Utah saw a positive net migration during the 1990's, the economic study area continued to lose residents.

Figure 1.5 shows distribution of the population by ethnicity for the economic study area and the State of Utah during the year 2000. Only slight differences in ethnic composition existed between the study area and the state composition. The study area reported a slightly higher percentage of whites than the State. The percentages of other ethnic groups were small and similar to the percentages throughout the entire state.

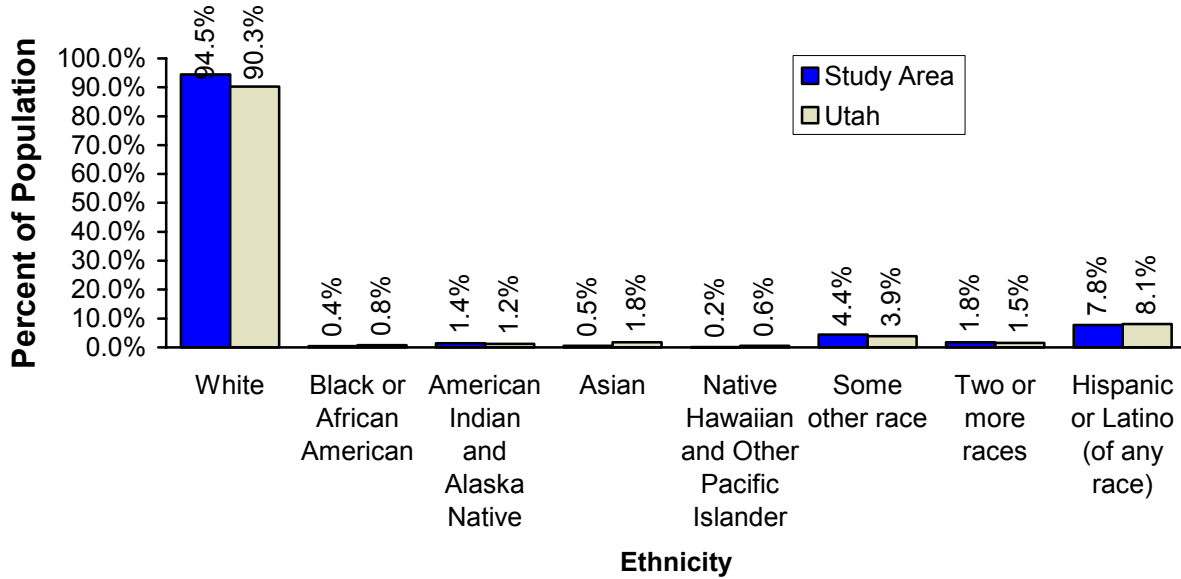
Figure 1.3. Age Distribution in the Economic Study Area (1990)**Figure 1.4. Age Distribution in the Economic Study Area (2000)**

Note: Age reporting categories were changed by the Census Bureau between 1990 and 2000.

Table 1.2. Components of Population Change in the Economic Study Area

1990 - 1999										
County	1990 Population	1999 Population	Numeric Change in Population 1990-1999	Percentage Change in Total Population 1990-1999	Cumulative Births	Cumulative Deaths	Natural Change in Population	Natural Percentage Change in Population	Net Migration	Percentage Change in Population Due to Net Migration
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Carbon, UT	20,228	20,898	670	3.3%	2858	1,656	1,202	5.9%	-532	-2.6%
Emery, UT	10,332	11,052	720	7.0%	1681	600	1,081	10.5%	-361	-3.5%
Study Area	30,560	31,950	1,390	4.5%	4,539	2,256	2,283	7.5%	-893	-2.9%
Utah	1,722,850	2,129,836	406,986	23.6%	369,419	98,393	271,026	15.7%	135,960	7.9%
1980-1990										
County	1980 Population	1990 Population	Numeric Change in Population 1980-1990	Percentage Change in Total Population 1980-1990	Cumulative Births	Cumulative Deaths	Natural Change in Population	Natural Percentage Change in Population	Net Migration	Percentage Change in Population Due to Net Migration
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Carbon, UT	22,179	20,228	-1,951	-8.8%	4,527	1,681	2,846	12.8%	-4,797	-21.6%
Emery, UT	11,451	10,332	-1,119	-9.8%	2,986	674	2,312	20.2%	-3,431	-30.0%
Study Area	33,630	30,560	-3,070	-9.1%	7,513	2,355	5,158	15.3%	-8,228	-24.5%
Utah	1,461,037	1,722,850	261,813	17.9%	381,549	88,034	293,515	20.1%	-31,702	-2.2%

Source: U.S. Census Bureau, Population Estimates Archives

Figure 1.5. Ethnicity in the Economic Study Area

Source: U.S. Census Bureau, Census 2000

1.4 Poverty Rates

The U.S. Census Bureau estimates poverty levels using a set of money income thresholds that vary by family size and composition. If a household's income is below the money threshold, then the family and all the individuals of that household are considered poor. Using this criterion, the Census Bureau provides estimates of the percentage of individuals that fall below the poverty level for each county in the United States. Poverty estimates are also provided for different regions of the country, as well as the entire United States.

Table 1.3 summarizes the estimated poverty rates for Carbon and Emery Counties, the State of Utah, the western region of the United States, and the entire country. Poverty rates in Carbon County were higher than the state, regional, and national rates during both decades. Emery County had a lower poverty rate than the state, regional, and national rates during the 1980s, but exhibited a higher poverty rate than the State of Utah during the 1990s. Poverty rates in both counties have increased during the 1990s.

1.5 Personal Income Trends

Personal income can be broken down into three categories: (1) labor income, (2) investment income, and (3) transfer payments income. Labor income is derived through wages, salaries, and self-employment income. Investment income includes income in the form of rents, dividends, and interest earnings. Finally, transfer payments are largely derived from Social Security or other retirement benefits, Medicare and Medicaid benefits, and other income support and assistance.

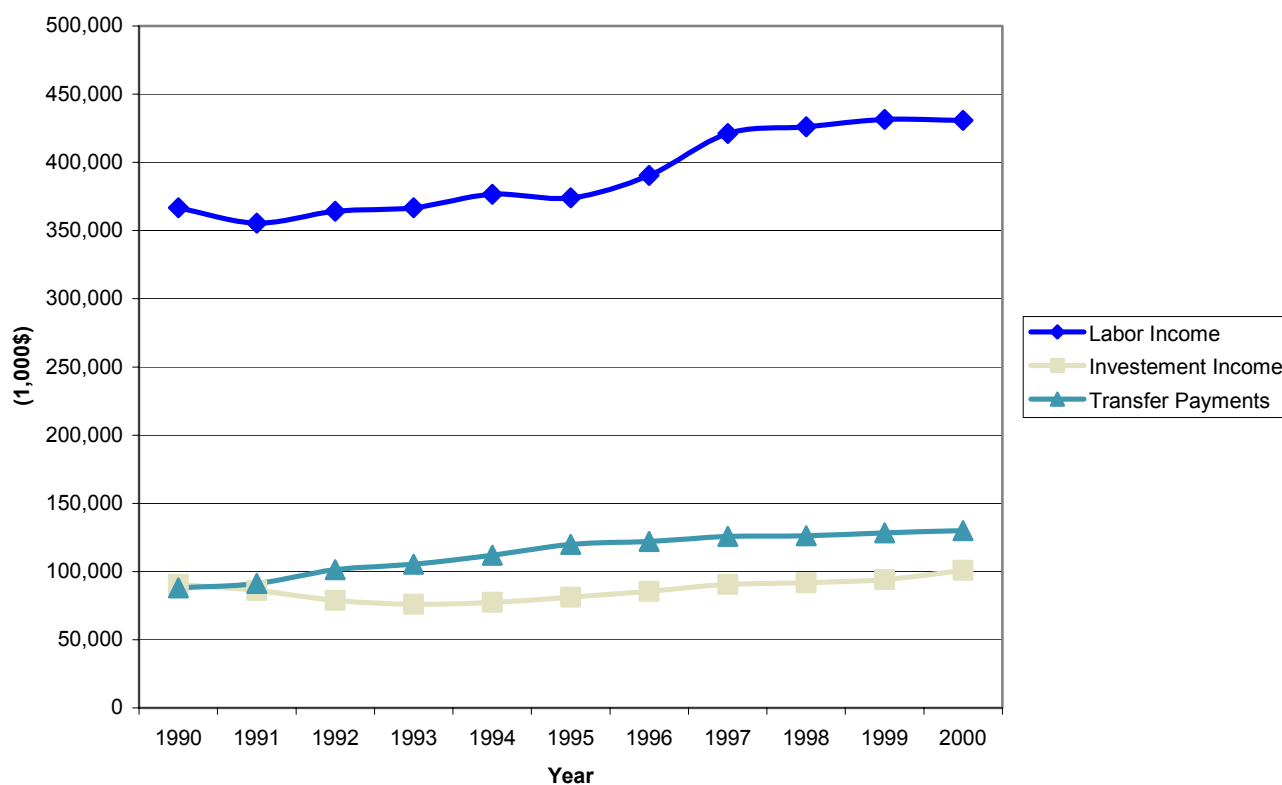
Personal income data for the two counties was obtained from the U.S. Bureau of Economic Analysis. Figure 1.6 summarizes components of real personal income from 1990 through 2000 for the study area (presented in inflation-adjusted dollars for the year 2002). Total personal income for the study area increased from nearly \$116 million from 1990 to \$600 million in 2000, representing a 21 percent increase. While personal income increased in the study area during this time period, the rate of increase was not as large as that of the State of Utah where personal income increased by 63 percent.

**Table 1.3. Estimated Poverty Rates in the Economic Study Area
(1989, 1998)**

Location	1998	1989
Carbon, UT	15.9%	14.4%
Emery, UT	13.1%	10.5%
Utah	10.0%	11.4%
West	14.6%	12.5%
U.S.	13.3%	12.8%

Source: U.S. Census Bureau, State Model Estimates for People of All Ages in Poverty, 1998, 1989.

Figure 1.6. Real Personal Income by Source (2002\$)



The economic study has experienced changing patterns of income growth. Labor income grew in importance in the study area increasing from 71 percent of total personal income in 1990 to 73 percent in 2000. Alternatively, while investment increased during the 1990s, it fell in importance from 1990 to 2000. Transfer payments increased from 1990 and 2000 but remained relatively stable in importance. These patterns are similar to the national trends for the same time period. Nationally, labor income grew during this same time period while investment income decreased and transfer payment income increased as a percentage of total personal income.

Trends in real per capita income are summarized in Figure 1.7. The study area has consistently reported lower per capita income than the State of Utah and the nation. In 2000, per capita income in the study area was \$20,511, which was below the national (\$30,812) and state (\$24,504) averages.

1.6 Employment and Earnings by Industry

The U.S. Bureau of Economic Analysis (BEA) estimates annual employment and earnings for counties throughout the U.S. Total annual employment includes both full-time and part-time jobs so individuals with more than one job will be counted twice. The employment estimates include those that are employed by businesses and public entities as well as individuals that are self-employed. Data was obtained from BEA regarding total annual employment for each county within the economic study, Utah, and the U.S. for 1990 through 2000 in order to examine trends in employment by industry over this period. Figure 1.8 summarizes the employment trends by industry for the economic study area.

Total employment in the economic study area increased by 17 percent over the last decade from 14,677 in 1990 to 17,137 in 2000. Compared with employment growth in Utah and nationwide, this area is lagging behind. For instance, over the same period total employment grew by 19 percent in both Utah and nationwide.

Employment by industry for 2000 is shown in Figure 1.9. Services, wholesale and retail trade, and government comprise the majority of employment in the study area. Industries showing the greatest increase in employment include services (1,305), finance, insurance, and real estate (FIRE)(443), retail trade (439), and government (347). The one industry showing a significant decline in employment was mining (-742).

Rural areas, like the study area, are often more dependent on traditional natural resource based industries such as mining and agriculture. For example, the study area is more dependent on mining and agriculture jobs than the State of Utah. Utah has less than one percent mining employment, while the study area has 10.7 percent of employment in mining.

Figure 1.10 summarizes the percentage of real gross earnings by industry for the study area during 2000. Mining, government, and services provided the largest contributions to earnings. Mining figures include metal, nonmetal, and coal mining as well as oil and gas operations; coal mining provided over 90% of the earnings during the year 2000.

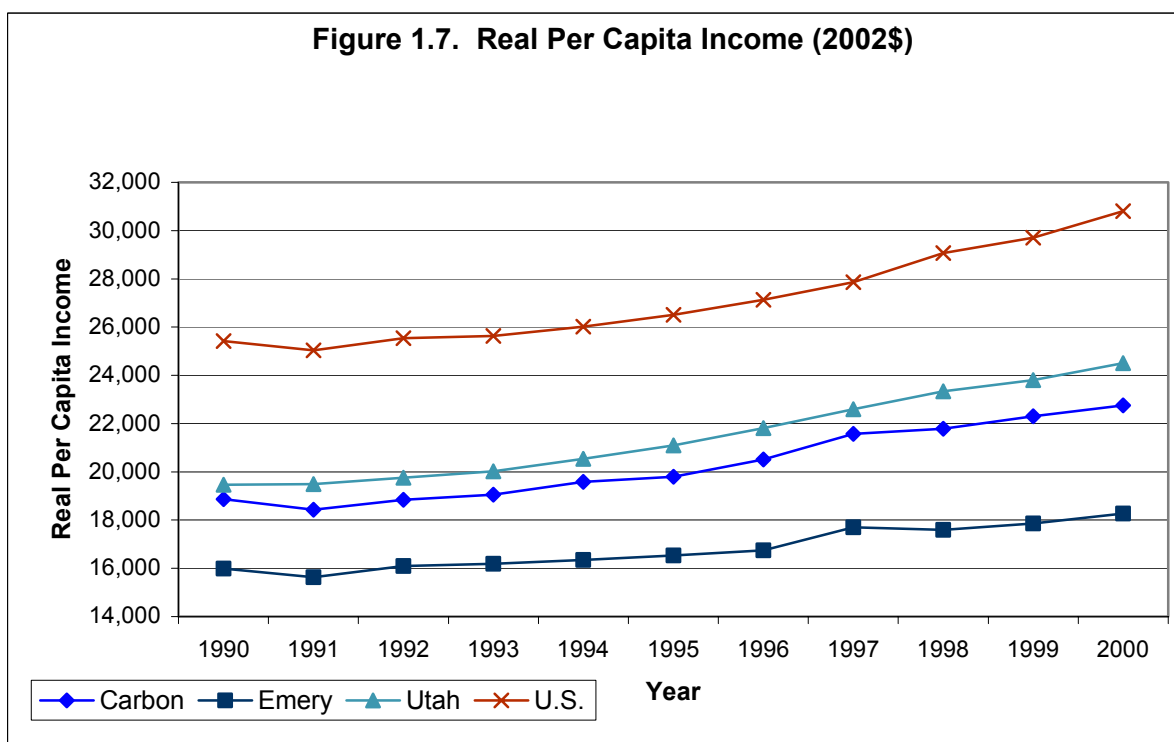


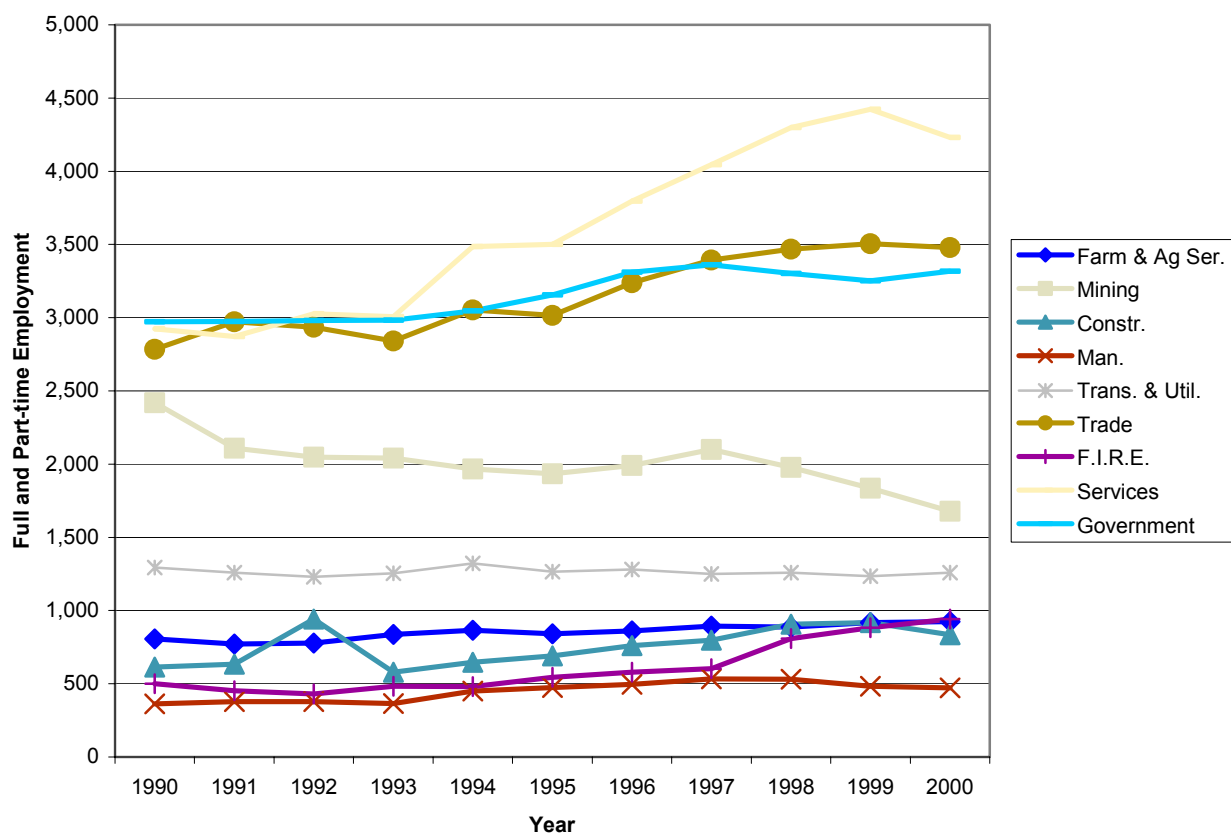
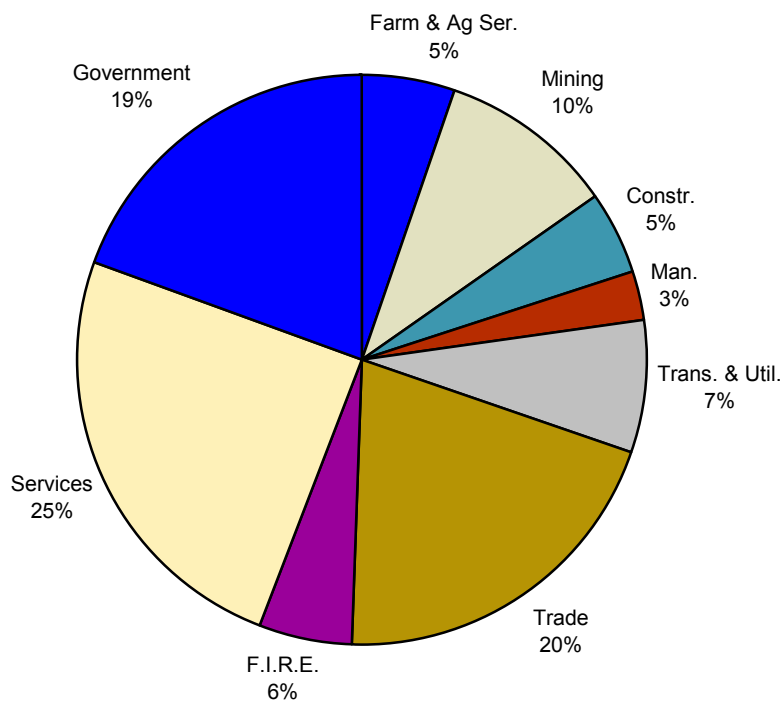
Figure 1.8. Employment Trends By Industry (1990 - 2000)

Figure 1.9. Percentage of Employment By Industry (2000)

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Accounts Data, Table SA25 Total Full-Time and Part-Time Employment by Industry, 2000.

Figure 1.10. Gross Earnings By Industry (2002\$)

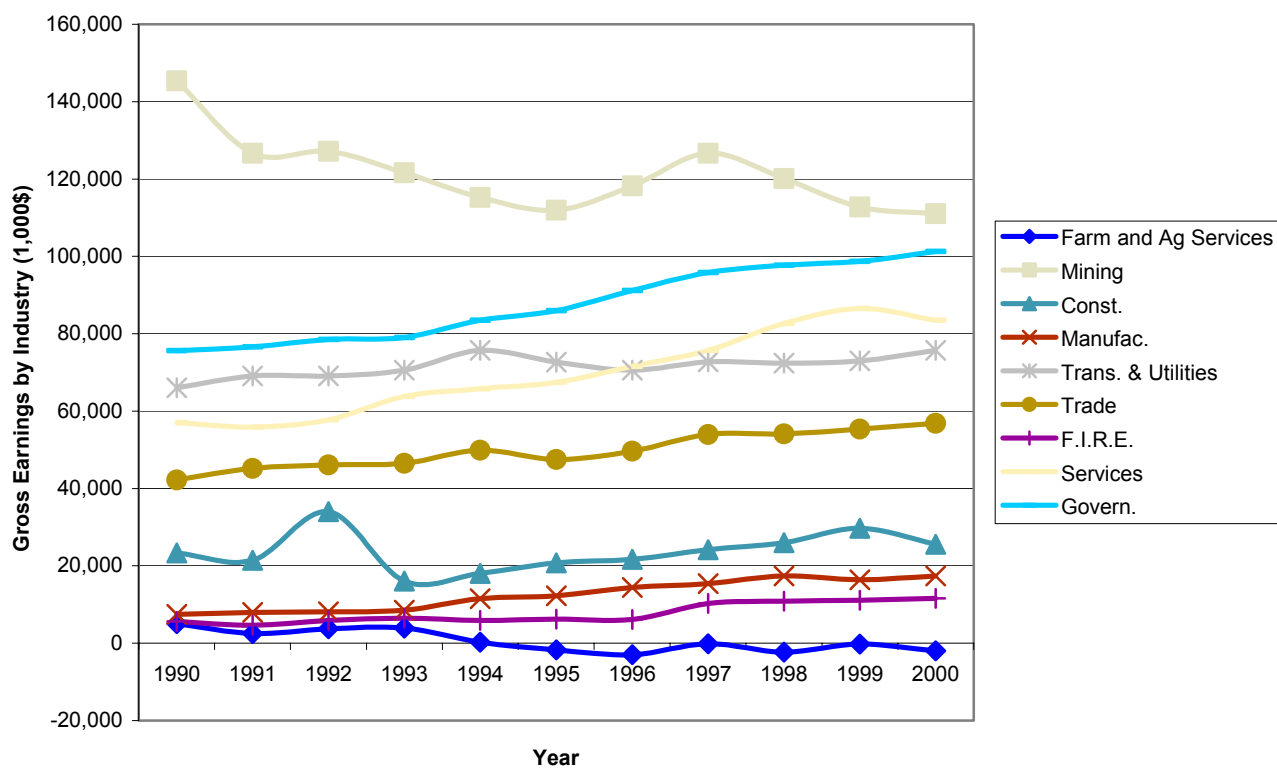
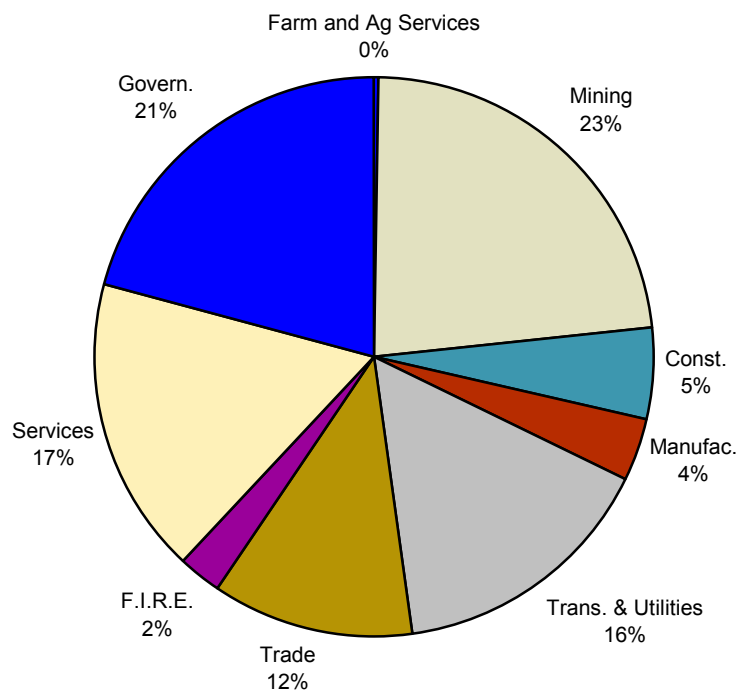


Figure 1.11. Earnings By Industry in the Economic Study Area (2000)

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Accounts Data, Table CA05 Personal Income by Major Source and Earnings by Industry, 1979-1999.

Earnings by industry for Carbon and Emery counties, the study area, Utah and the U.S. from 1990 through 2000 were obtained from the U.S. Bureau of Economic Analysis. Figure 1.10 summarizes the trends in real gross earnings by industry for the study area. Gross earnings for all industries grew by 12% between 1990 and 2000.

Industries reporting the greatest increase in earnings between 1990 and 2000 in the study area include services, government, manufacturing and transportation and utilities. Industries reporting a decline in real gross earnings during this time include mining and farming.

Another method of examining the importance of certain industries is to evaluate the trends in average real earnings per job. Figure 1.11 shows the trends in average real earnings by industry for the study area for 1990 through 2000. Mining, transportation and utilities continue to provide the highest paying jobs in the study area. The manufacturing sector has shown growth in average real earnings per job and now provides the third highest paying jobs in the area. Farm and agricultural services reported negative earnings throughout much of the later part of the 1990s.

1.7 Unemployment

Changes in the labor force and unemployment rates can provide information on the health of the local economy. Average unemployment rates are shown in Figure 1.13. Although unemployment rates have been decreasing in both counties in the study area, they have been consistently higher than both the state and national rates during the 1990's.

Changes in the civilian labor force during the 1990s for each county, the economic study area as a whole (i.e. the PFO planning area), and the State of Utah are presented in Table 1.4. The civilian labor force is defined as all persons over 16 years of age in the civilian, non-institutional population who either had a job or was looking for a job in the last 12 months (U.S. Department of Labor, Bureau of Labor Statistics). Emery County has shown a slight decrease in its labor force, while Carbon County has shown an increase. The growth rate in the civilian labor force in the economic study area remains significantly less than the 31 percent increase in labor force for the State of Utah.

Figure 1.12. Average Annual Earnings Per Job

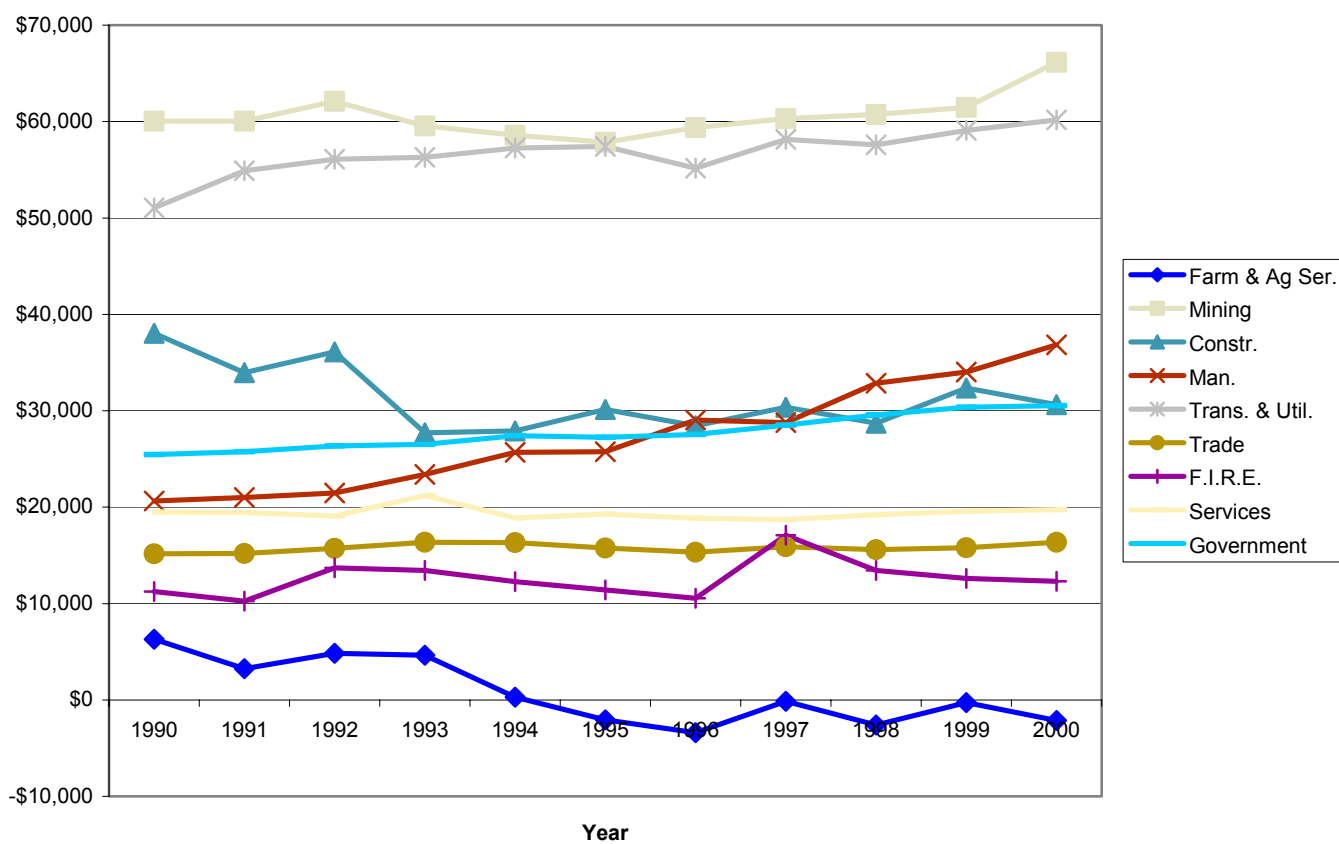
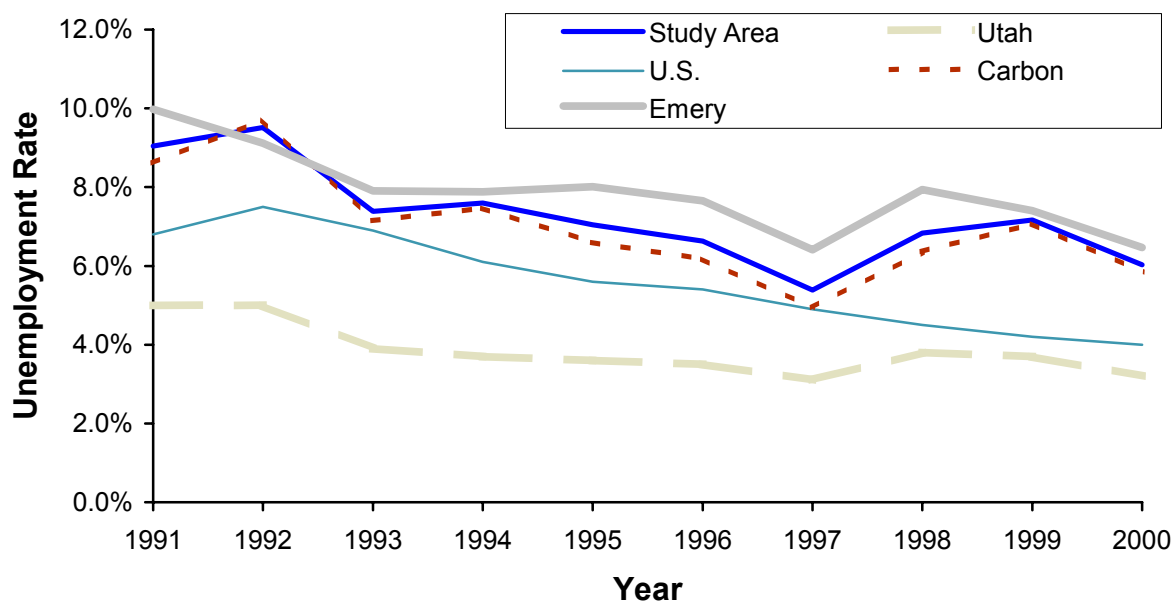


Figure 1.13. Unemployment in the Economic Study Area (1991 - 2000)

Source: U.S. Department of Labor, Bureau of Labor Statistics, Local Area Unemployment Statistics

Table 1.4. Change in Civilian Labor Force (1991 - 2000)

Location	Change in Civilian Labor Force Between 1991-2000	Percentage Change in Civilian Labor Force Between 1991-2000
Carbon County, UT	565	6.5%
Emery County, UT	-189	-4.7%
Economic Study Area	376	3.0%
Utah	261,425	31.0%

Source: U.S. Department of Labor, Bureau of Labor Statistics, Local Area Unemployment Statistics

1.8 Economic Base Analysis

An area's economic base is comprised of industries that are primarily responsible for bringing outside income into the local economy. These industries typically export their goods and services outside the region and in turn support ancillary industries such as retail trade, housing construction and personal services. The location of important industries in certain areas has traditionally been tied to such factors as natural resource base, cost factors (transportation and labor) and existing transportation infrastructure. However, technology has affected these location factors.

To assess the importance of major industries as a basic industry, location quotients were calculated on nine major industries as listed in Table 1.5. The quotients were derived from data on employment and earnings obtained from the U.S. Bureau of Economic Analysis. A location quotient was calculated for both employment and earnings and compares each industry's share of total local employment or earnings to the industry's state or national share. This quotient yields a value generally between 0 and 2, where 1.0 indicates an equal share percentage between the local and state or national economies. Location quotients greater than 2 indicate a strong industry concentration while those less than 0.50 indicate a weak concentration.

Table 1.5 indicates that economy in the economic study area mirrors the state's economy in many ways. Location quotients indicate a strong concentration of the mining industry in the planning, indicating that it is an important base industry. Two industries that are weak in the planning area compared to the state are manufacturing, construction and financial services, insurance and real estate (F.I.R.E). When compared to the national economy, mining shows an extremely high concentration in both employment and earnings. This is true for the transportation and utilities sector as well. Alternatively, manufacturing, F.I.R.E, and trade show weak concentration compared to the national economy.

Table 1.5. Location Quotients (2000)

Industry	Employment		Earnings	
	Location Quotient (UT)	Location Quotient (U.S.)	Location Quotient (UT)	Location Quotient (U.S.)
Farm and Ag Services	2.73	1.71	NA	NA
Mining	14.59	20.62	20.61	146.65
Construction	0.71	0.85	0.67	1.14
Manufacturing	0.28	0.24	0.28	0.10
Trans. and Utilities	1.51	1.49	2.15	18.26
Trade	0.97	0.97	0.76	0.36
FIRE	0.57	0.68	0.31	0.30
Services	0.81	0.78	0.61	5.77
Government	1.33	1.43	1.16	1.92

1.9 Property Valuation and Taxation

Total property valuation for the two counties in the study area for 2000 is summarized in Table 1.6. Data include both state and local assessments. The State of Utah assesses taxes on utility and natural resource properties. Utility property includes airlines, transportation, power, telephone, and oil and gas property. During 2000, the valuation of property assessed by the State of Utah was \$1.8 billion for the study area. Local government assesses residential, commercial, industrial, agricultural, and personal types of property. Total local assessments during 2000 were \$776 million in the study area.

Mineral production is a major source of tax revenue for the governments in the study area. The state assesses several types of natural resource property including: oil and gas extraction, metal mines, coal mines, sand and gravel mines, and non-metal mines (Table 1.7). The total amount of local tax revenue in the study area from all natural resources was \$6.2 million during 2000 (Table 1.8). Of this amount, oil and gas extraction and coal mining contributed the most to local government tax revenues in 2000. Approximately 18 percent of local government tax revenue was attributable to mineral production and of this amount, almost all was due to oil, gas, and coal in 2000 (Table 1.9).

A source of local government revenue directly attributable to the public lands in each of the counties is Payments In Lieu of Taxes (PILT). PILT payments are made to compensate counties for lost property tax revenue due to public lands. Table 1.10 shows the PILT payments to each county from the BLM during 2000.

1.10 Activity Specific Economic Analysis

Mineral and Energy Extraction

Mining and energy extraction provided 1,830 direct jobs in the study area during 1999. Total earnings in the mining and energy sector were nearly \$111 million. Average earnings for a mining job during that year were approximately \$60,500. Table 1.11 summarizes the physical outputs for the three major components of mining production in the study area during 2000. Coal production continues to be the largest natural resource production sector, with high amounts of gas production as well. Dollar production figures are estimated for oil, gas, and coal using average 2000 prices for each commodity.

The production values for each of the resources describe gross sales for crude resources. All revenue generated from production listed in Table 1.11 does not circulate through the study area economy, since all of the mining interests producing in the study area are not locally owned and operated. Mining and energy does, however, produce labor earnings (Figure 1.12) and tax revenue (Table 1.9) that circulate through the study area economy. Employment and income due to mining and energy remain significant components of the local economy, but have seen sizeable decreases over the past two decades.

Table 1.6. Assessed Property Valuations by County (2000)

County	Valuation of State Assessed Property			Valuation of Locally Assessed Property					
	Utilities	Natural Resources	Total State Assessed Property	Residential Property	Commercial and Industrial Property	Agricultural Property	Personal Property	Total Locally Assessed Property	Total State and Locally Assessed Property
Carbon	\$157,520,063	\$517,369,005	\$674,889,068	\$308,932,694	\$200,442,038	\$36,416,907	\$59,452,733	\$605,244,372	\$1,280,133,440
Emery	\$1,069,781,037	\$112,891,744	\$1,182,672,781	\$119,670,049	\$17,459,890	\$17,815,941	\$15,579,951	\$170,525,831	\$1,353,198,612
Total - Study Area	\$1,227,301,100	\$630,260,749	\$1,857,561,849	\$428,602,743	\$217,901,928	\$54,232,848	\$75,032,684	\$775,770,203	\$2,633,332,052

Source: 2000 Annual Statistical Report, Property Tax Division, Utah State Tax Commission - Local, Personal, and Centrally Assessed Property

Table 1.7. Property Taxes Charged Against Each Class of Property (2000)

County	Total Real Property	Total Personal Property	Total Locally Assessed	Total Utilities	Total Natural Resources	Total State Assessed	Total Local and State Assessed	Fee-In Lieu Motor Vehicle	Total Property Tax Charged
Carbon	\$6,186,090	\$690,898	\$6,876,988	\$1,602,836	\$4,888,125	\$6,490,961	\$13,367,949	\$1,589,643	\$14,957,592
Emery	\$2,274,593	\$216,843	\$2,491,436	\$14,519,660	\$1,335,459	\$15,885,119	\$18,346,555	\$880,546	\$19,227,101
Total - Study Area	\$8,460,683	\$907,741	\$9,368,424	\$16,122,496	\$6,223,584	\$22,376,080	\$31,714,504	\$2,470,189	\$34,184,693

Source: 2000 Annual Statistical Report, Property Tax Division, Utah State Tax Commission - Local, Personal, and Centrally Assessed Property

Table 1.8. Assessed Value of Natural Resource Property in the Study Area (2000)

County	Oil and Gas Extraction	Metal Mines	Coal Mines	Sand and Gravel	Non-Metal Mines	Total Natural Resource
Carbon	\$351,520,537	\$0	\$163,838,828	\$1,639,360	\$370,280	\$517,369,005
Emery	\$20,090,786	\$13,200	\$91,681,850	\$447,760	\$658,148	\$112,891,744
Study Area	\$371,611,323	\$13,200	\$255,520,678	\$2,087,120	\$1,028,428	\$630,260,749

Source: 2000 Annual Statistical Report, Property Tax Division, Utah State Tax Commission - Local, Personal, and Centrally Assessed Property

Table 1.9. Property Taxes Charged Against Natural Resource Property in the Study Area (2000)

County	Oil and Gas Extraction	Metal Mines	Coal Mines	Sand and Gravel	Non-Metal Mines	Total Natural Resource
Carbon	\$3,316,312	\$0	\$1,552,334	\$16,111	\$3,367	\$4,888,125
Emery	\$237,473	\$156	\$1,084,627	\$5,389	\$7,815	\$1,335,459
Study Area	\$3,553,785	\$156	\$2,636,961	\$21,500	\$11,182	\$6,223,584

Source: 2000 Annual Statistical Report, Property Tax Division, Utah State Tax Commission - Local, Personal, and Centrally Assessed Property

Table 1.10. Payments in Lieu of Taxes in the Study Area (2000)

County	1999	2000	2001
Carbon	\$338,467	\$338,711	\$485,199
Emery	\$369,921	\$388,094	\$558,932
Study Area	\$710,387	\$728,805	\$1,046,132

Source: Utah BLM; Annual Facts and Figures

Table 1.11. Physical Production in the Study Area (2000)

	Carbon County		Emery County		Study Area	
	Units	(\$)	Units	(\$)	Units	(\$)
Oil and Gas Wells Drilled	122	-	55	-	177	-
Oil and Gas Wells Completed	98	-	26	-	124	-
Oil Production (Bbls) ¹	211	\$6.0 million	3,279	\$93.5 million	3,490	\$99.5 million
Gas Production (mcf) ²	72.5	\$238.1 million	4.04	\$13.3 million	76.5	\$251.4 million
Coal Production (million tons) ^{3,4}	-	-	-	-	18.2	\$307.6 million

Sources: Utah Division of Oil, Gas and Mining;

¹ - 2000 Price per barrel \$28.50; Source: State of Utah, Governor's Office of Planning and Budget, Demographic and Economic Analysis Section, Economic Indicator's Report November, 2001

² - 2000 Price per cubic foot \$3.28 Source: State of Utah, Governor's Office of Planning and Budget, Demographic and Economic Analysis Section, Economic Indicator's Report November, 2001

³ - 2000 Price per short ton \$ 16.9 Source: State of Utah, Governor's Office of Planning and Budget, Demographic and Economic Analysis Section, Economic Indicator's Report November, 2001

⁴ - Coal production figures are for both Emery and Carbon Counties

Grazing

Livestock grazing on BLM lands in the study area has remained relatively stable over the past 5 years (Table 1.12). There have been slight declines in the number of permits and the number of operators with a small drop in permitted animal-unit months (AUM's)¹. Low actual use figures in 1998 and 2000 were due to restrictions associated with drought conditions. Non-drought years have also seen actual use much lower than permitted AUM levels (Table 1.12). BLM grazing fee collections have remained nearly constant with a small (\$.08/AUM) increase in the 2002.

The USDA National Agricultural Statistics Service reports livestock production statistics for all counties. Data for Carbon and Emery counting for livestock receipts during 1998 through 2000 is compiled in Table 1.13. Inventories of cattle and sheep remained fairly constant during this three-year period. Agricultural product receipts totaled approximately \$17 million in each year.

The value of grazing AUMs for cattle and sheep were estimated as summarized in Tables 1.14 and 1.15. For cattle AUMS, data was obtained from the Utah Agricultural Statistical Service as shown in columns 2 and 3 and include the cash receipts for cattle sold in Utah each year between 1997-2001. Total cattle sales were divided by cattle inventories at the beginning of each year which provided a value per head as summarized in column 4. The value per cow was then divided by an AUM conversion factor, which resulted in an estimated value per AUM per year. This annual value was adjusted for inflation each year as summarized in column 7. The economic analysis used the five-year average value of AUMS or \$23.68/AUM in inflation adjusted dollars. A similar method was used to value sheep AUMS as summarized in Table 1.15.

¹ An AUM is a standardized measurement of the amount of forage necessary to sustain one cow unit or its equivalent for one month. An AUM equals about 800 pounds of forage.

Table 1.12 Livestock Grazing Use in the Price Field Office¹

	1998	1999	2000	2001	2002 ³
Grazing permits ²	195	188	186	186	186
Livestock Operators					
Cattle and Horse	178	168	168	157	157
Sheep	10	10	10	10	9
Total	188	178	178	167	166
AUM's Permitted Use	106,679	101,438	101,114	99,971	99,971
Actual Use					
Cattle AUM's	51,185	56,905	42,399	58,498	29,723
Horse AUM's	201	250	235	263	223
Sheep AUM's	890	596	501	548	197
Total	52,276	57,751	43,135	59,309	30,143
Grazing Fees (\$/AUM)	\$1.35	\$1.35	\$1.35	\$1.35	\$1.43
Total Grazing Fee Collections (\$) ⁴	\$74,654.47	\$81,410.22	\$59,577.75	\$80,067.15	\$43,104.49

Sources: BLM PFO, BLM National Web Page

¹ - Figures are by Billing Year (3/01 - 2/28)² - Difference between total permits and operators denotes some operators with 2 permits.³ - 2002 Actual Use figures and fee collections are through March 2002 only.⁴ - Fee Collections Listed in 2001 Real Dollars**Table 1.13. Livestock Production in the Study Area (1998 - 2000^{1,2})**

	1998	1999	2000
Beef Cows			
Carbon	5,500	6,000	6,000
Emery	13,000	13,500	13,000
Study Area	18,500	19,500	19,000
Breeding Sheep and Lambs			
Carbon	7,000	5,800	5,800
Emery	5,500	4,400	4,500
Study Area	12,500	10,200	10,300
Cash Receipts - Livestock and Livestock Products			
Carbon	\$4,800,000	\$5,100,000	\$4,900,000
Emery	\$11,800,000	\$12,300,000	\$12,200,000
Study Area	\$16,600,000	\$17,400,000	\$17,100,000

Source: U.S. Department of Agriculture, National Agricultural Statistics Service, Utah Agriculture Statistics Service.

¹ - Herd Inventories as of Jan 1, following year. ² - Agricultural production listed only for uses found on with BLM lands, however receipts include all products.

Table 1.14. Estimated Value of Cattle AUMs in Utah (2000\$)

Year	Annual Cash Receipts for Cattle (1,000\$)	Inventory Beginning of Year (1,000 Head)	Value Per Head	Conversion to AUMs (AUMs/cow) ^b	Value of Production Per AUM (Nomial \$)	Value of Production Per AUM (2001\$)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1997	\$319,899	930	\$343.98	16	\$21.50	\$23.06
1998	\$303,111	910	\$333.09	16	\$20.82	\$22.02
1999	\$314,162	890	\$352.99	16	\$22.06	\$23.04
2000	\$349,323	910	\$383.87	16	\$23.99	\$24.55
2001	\$374,459	910	\$411.49	16	\$25.72	\$25.72
				5-year Ave. (1997-2001)	\$22.82	\$23.68

^b J.P. Workman, *Range Economics*, 1986, McMillian Publishing, Inc. New York, New York.

Table 1.15. Estimated Value of Sheep AUMs in Utah (2000\$)

Year	Cash Receipts (Sheep and Lambs) (1,000\$)	Value of Wool Production (1,000\$)	Total Cash Receipts and Wool Production (1,000\$)	Inventory Beginning of Year (1,000 Head)	Value Per Ewe	Conversion to AUMs (AUMs/Ewe)	Value of Production Per AUM (Nomial\$)	Value of Production Per AUM (2001\$)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1997	\$26,232	2410	\$26,232.00	440	\$59.62	\$3.20	\$18.63	\$19.99
1998	\$19,395	1957	\$21,352.00	420	\$50.84	\$3.20	\$15.89	\$16.81
1999	\$18,424	963	\$19,387.00	400	\$48.47	\$3.20	\$15.15	\$15.82
2000	\$21,058	673	\$21,731.00	400	\$54.33	\$3.20	\$16.98	\$17.37
2001	\$15,194	812	\$16,006.00	390	\$41.04	\$3.20	\$12.83	\$12.83
						5-year Ave. (1997-2001)	\$15.89	\$16.56

^b J.P. Workman, *Range Economics*, 1986, McMillian Publishing, Inc. New York, New York.

Table 1.16. Value of Grazing Output for the Price BLM Lands, 5 Year Average (1998-2001¹)

	Annual Avg. AUMs (4-yr Avg.) 1998-2001
Cattle	52,247
Sheep	634
Total	52,881
Estimated Value of Production Cattle (2001 \$/AUM) (5yr avg.)	\$23.68
Estimated Value of Production Sheep (2001 \$/AUM) (5 yr avg.)	\$16.56
Value of Grazing Output from Price BLM Lands	
Cattle	\$1,237,208
Sheep	\$10,499
Total	\$1,247,707

Sources: BLM PFO, U.S. Department of Agriculture, National Agricultural Statistics Service, Utah Agriculture Statistics Service.

¹ - All Dollar Figures are 2001 Real \$

Table 1.16 describes the value of cattle and sheep production from AUM usage in the Price BLM planning area from 1996 -2001. A five-year production average indicates the value of grazing output from Price BLM lands to be approximately 1.2 million dollars per year. Approximately 7 percent of the value of livestock production in the study area can be attributed to public lands grazing.

The farm sector, which includes public lands grazing, provided 804 jobs during 1999. Total earnings in the farm sector were reported as -\$1.2 million during that year. The farm earnings sector consists of proprietors' income; the cash wages, pay-in-kind, and other labor income of hired farm workers; and the salaries of officers of corporate farms. Negative earnings in this sector indicate production costs were higher than sales revenue with losses to individual owners or corporations.

Recreation and Tourism

National trends in recreation and tourism indicate the continued expansion of the tourism and recreation sector (American Recreation Coalition, 2001). Additionally, recreation is expected to be an increasing use of BLM lands (Cabe and Coupal, 2001). Understanding the economic importance of recreation use in this area is critical to appropriate planning for resource protection, economic sustainability, and quality of life.

Visitation data

Employment provided by recreation and tourism is typically within the service and retail sectors. Total service and retail earnings during 1999 were \$123 million. Nearly 7,200 workers in these two sectors earned an average of approximately \$17,150 during 1999. The Utah Division of Travel Development estimates that there were 985 travel and tourism jobs in the study area during 1999. The Division's estimates for travel and tourism jobs, traveler spending, and tourism tax revenues are listed in Table 1.17. Trends for 1998 through 2000 indicate a decrease in travel to the area and an associated decline in spending, tax revenue, and travel related jobs. The Travel Division's figures for visits to area state and national parks indicate a decrease in visitation during this time period of between 4 and 12 percent. Study area recreation may be lagging due to recent economic and social situations such as the national economic downturn and higher gasoline costs. Recreation in the planning area could stabilize or eventually increase due to state and regional population growth as well as an aging population that may demand increased opportunities for leisure and recreation.

Table 1.17. Travel and Tourism Indicators

	1998	1999	2000
Spending by Travelers			
Carbon	\$40,600,000	\$38,800,000	\$33,500,000
Emery	\$15,100,000	\$13,800,000	\$13,400,000
Study Area	\$55,700,000	\$52,600,000	\$46,900,000
Travel and Tourism Related Employment			
Carbon	751	727	635
Emery	280	258	253
Study Area	1,031	985	888
Local Tax Revenues from Traveler Spending			
Carbon	\$844,400	\$806,800	\$697,700
Emery	\$314,500	\$286,300	\$278,000
Study Area	\$1,158,900	\$1,093,100	\$975,700

Source: Utah Division of Travel Development, Department of Community and Economic Development; 2001 State and County Economic and Travel Indicator Profiles

Table 1.18. Price Field Office Recreation Visitation (2000)

	Participants	Percentage of Participants	Visitor Days ¹	Percentage of Total Visitor Days
Camping	224,312	15.6%	234,860	36.6%
Hiking/Walking/Running	188,732	13.2%	99,512	15.5%
Row/Float/Raft	165,252	11.5%	97,051	15.1%
Driving for Pleasure	348,140	24.3%	48,595	7.6%
Viewing, Nature Study and Env. Education (All Resources)	120,586	8.4%	45,416	7.1%
OHV Use (All Types)	64,695	4.5%	27,085	4.2%
Bicycling (All Types)	48,290	3.4%	20,751	3.2%
Swimming/Water Play	55,721	3.9%	13,322	2.1%
Picnicking	86,679	6.0%	12,956	2.0%
Backpacking	31,660	2.2%	12,368	1.9%
Social Gathering/ Festival/ Concert	41,114	2.9%	12,212	1.9%
Horseback Riding	18,901	1.3%	7,538	1.2%
Fishing	7,366	0.5%	2,817	0.4%
Power Boating/Personal Watercraft	5,336	0.4%	2,337	0.4%
Hunting and Trapping	7,832	0.5%	2,192	0.3%
Photography	14,939	1.0%	1,460	0.2%
Climbing	1,957	0.1%	344	0.1%
Target Practice/Archery	1,140	0.1%	224	0.0%
Snowsports	1,321	0.1%	182	0.0%
Other	123	0.0%	63	0.0%
Mineral Collection	33	0.0%	4	0.0%
Total	1,434,129	100.0%	641,289	100.0%

Source: Bureau of Land Management, Recreation Management Information System

¹ – A recreation visitor day is equivalent to 12 hours of participation in any recreational activity.

BLM Recreation Visitor Days

Recreation visitation data for the study area is collected by the BLM in its Recreation Management Information System (RMIS). Data is collected by activity, recreation site, and management area. Table 1.18 describes recreation participation and visitor days for the planning area. In some instances one visitor may record participation in more than one activity. Visitor day figures eliminate this effect by measuring total time spent in each activity, rather than total activities in which a visitor participated. Camping, hiking, float trips, driving for pleasure, and nature viewing provided both the greatest numbers of participants and visitor days in the study area during 2000.

Information on the amount of recreation visitation can be difficult to obtain in extremely remote areas with virtually unlimited and undetectable entry and exit points. Thus, dispersed recreation visitation estimates may be different than actual visitation. Factors influencing recreation visitation numbers include the number of visitors using trailhead registers, agency visitor centers, and fee campgrounds. The visitation figures discussed are the best available information.

1.11 Environmental Justice

Pursuant to Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations, 59 Reg 7629 (February 11, 1994), the BLM is required to ensure that its programs, policies, and activities do not have the effect of excluding persons (including populations) from participation in, denying persons (including populations) the benefits of, or subject persons (including populations) to discrimination under, such programs, policies, and activities, because of race, color, or national origin. Additionally, the BLM must give due consideration to the impacts and benefits of its programs, policies, and activities to low-income populations.

Examination of the ethnic composition and economic situation of study area residents was conducted to ensure compliance with economic justice requirements. The planning area shows little or no geographical concentration of minority populations. Given the relative lack of minority populations in or adjacent to the planning area it is not anticipated that the plan alternatives would have any disproportionately high or adverse effects on minority populations.

Analysis of income structure and distribution reveals only slight variation in personal income over the extent of the planning area. Based on best available 1990 census income data, both Carbon and Emery counties have median incomes in all areas well above the established guidelines for poverty set by US Health and Human Services. Due to these facts plan alternatives would not disproportionately impact low-income populations.

2.0 References

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- U.S. Bureau of Land Management, National Web Site. <http://www.blm.gov/>
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- Utah Department of Workforce Services. <http://www.dws.state.ut.us>
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